DOCUMENT RESUME

ED 300 036 IR 052 533

AUTHOR Brandes, Barbara
TITLE The Crisis in California School Libraries: A Special Study.
INSTITUTION California State Dept. of Education, Sacramento.
PUB DATE 87
NOTE 50p.
PUB TYPE Reports - Research/Technical (143)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS Elementary Secondary Education; Futures (of Society); Learning Resources Centers; Library Collection Development; *Library Expenditures; *Library Facilities; Library Materials; *Library Personnel; *Library Services; *Library Statistics; Library Surveys; *School Libraries; State Surveys; Tables (Data)
IDENTIFIERS *California

ABSTRACT

The California State Department of Education conducted a special study of the condition of library media centers in the state's schools during the 1985-86 school year. Coordinated with a concurrent nationwide study conducted by the U.S. Department of Education, this study surveyed a random sample of 1,560 elementary, intermediate, and secondary schools in rural, small city, suburban, and urban areas; the response rate was 63%. This report presents both the state and national findings and recommendations in five areas: (1) library media facilities, including information on schools with centralized libraries, the size and capacity of libraries, and the use of library facilities; (2) staffing patterns and the number of libraries without professional staff; (3) services provided by library media centers; (4) collections and equipment, including information on numbers of books, subscriptions, and audiovisual materials, and on the quality of library media collections; and (5) budgets and expenditures other than salaries and wages, including summary statistics for six case-study schools. The report concludes with a discussion of the future of library media services in California schools. (MES)

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The crisis in California School Libraries

A Special Study

CALIFORNIA STATE DEPARTMENT OF EDUCATION
Bill Honig—Superintendent of Public Instruction
Sacramento, 1987

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The *crisis* in California School Libraries

A Special Study

Prepared by
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Publishing Information

This report was prepared by Barbara Brandes, Consultant, Special Studies and Evaluation Unit, Program Evaluation and Research Division, California State Department of Education, with special assistance from the following Departmental staff members: Tara Ballard, Research Analyst II, who conducted the data analysis; Stacy Selmants, Student Assistant, who coordinated the collection of data; and Holly Reed, Student Assistant, who conducted the case studies and assisted in preparing the section concerning budgets and expenditures. The report, which was prepared under the direction of William Padia, Administrator, Special Studies and Evaluation Reports Unit, was published by the Department, 721 Capitol Mall, Sacramento, California (mailing address: P.O. Box 944272, Sacramento, CA 94244-2720). Any questions regarding this report should be addressed to the Special Studies and Evaluation Reports Unit, Program Evaluation and Research Division; telephone 916-445-0297. This report was distributed under provisions of the Library Distribution Act and *Government Code* Section 11096.

1987

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I. Executive Summary

In response to concerns expressed by California educators, representatives of the school library profession, and the California Media and Library Educators Association (CMLEA), Superintendent of Public Instruction Bill Honig commissioned this study of the condition of library media centers in California schools. During the 1985-86 school year, the Department of Education's Special Studies and Evaluation Reports Unit conducted a special study of library media programs in representative elementary, intermediate, and secondary schools throughout California. The Department's study of school library media programs was coordinated with a concurrent nationwide study conducted by the United States Department of Education's Center for Statistics (CS). This report includes the findings of the study conducted by the United States Department of Education as well as recommendations for strengthening library media programs.

School libraries have a critical role in educational reform, including such goals as teaching students basic literacy and higher-order thinking skills as well as preparing students for careers and lifelong learning. These goals cannot be accomplished unless schools develop and maintain collections of books and other materials and media that can enrich the textbook-based classroom resources. School libraries, staffed by certificated professionals, should be learning centers at the hub of the instructional program and should provide the basic resources necessary for educational reform to succeed in California.

Findings

Staffing Patterns

- Thirty-two percent of California school libraries were staffed by a state-certified librarian; 68 percent of schools with a library had no certificated librarian on staff.
- For schools that reported a certificated librarian on staff, the average full time equivalency (FTE) was 0.3.
- The percents of elementary school, middle or junior high school, and high school libraries that were staffed by certificated librarians were 21 percent, 60 percent, and 80 percent, respectively.

- Between 1981-82 and 1985-86 there was a net decline of 23 percent in the total number of librarians employed in California schools, school districts, and county offices of education. Declines in numbers of librarians based at school sites have been greatest at the elementary level: A net decline of 36 percent over the five year period occurred at this level.

- For the nation as a whole, CS reported that 79 percent of school libraries had a certificated librarian on staff, while 21 percent had no certificated librarian. Federal data indicated that of all the 50 states, California was by far in the worst position of all 50 states in terms of having the largest percent of school libraries operating without certificated library staff.

Library Media Services

- Forty-eight percent of California school libraries routinely offered a sequential program of library skills instruction. This figure may be compared to 67 percent of school libraries nationwide as reported by CS.

- Fifty-five percent of California school libraries routinely provided reading/listening/viewing guidance to students, while 66 percent of school libraries nationwide routinely provided reading/listening/viewing guidance.

- The most prevalent service provided by libraries in California schools was assisting students in locating information and resources valuable to their educational needs and to the growth of their personal interests and ability.

- Sixty-five percent of school libraries that had a certificated librarian on staff routinely coordinated library skills instruction with classroom instruction, while 30 percent of libraries without a certificated librarian routinely coordinated library skills instruction.

- Sixty-nine percent of school libraries that had a certificated librarian on staff routinely provided reading/listening/viewing guidance to students, while 47 percent of libraries without a certificated librarian routinely provided reading/listening/viewing guidance.

- In general, California school libraries provide basic reference services but provide fewer services that are directly supportive of the curriculum. The level of professional library services provided is directly linked to having a certificated librarian on staff.

Facilities

- Ninety-two percent of California public schools had some facility that was used as a centralized library or library media center.

- School libraries were most prevalent in intermediate schools and secondary schools; 98 percent of intermediate and secondary schools had a library or library media center. Ninety-two percent of elementary schools had a library.

- The average (mean) size of school libraries was 1,970 square feet (about 44 feet by 45 feet), with a seating capacity for 54 users. The average size of California school libraries was slightly smaller than the national average of 2,325 square feet reported by CS.

- California ranked at approximately the national average on weekly visits by students to the library (1.2 per pupil) but below the national average on pupil participation in library skills instruction (0.4 per pupil per week).

Collections and Equipment

- The average number of book volumes held at the end of the 1984-85 school year in California school libraries was 8,198. The average number of books acquired during that year was 219.

- The CS study indicates that California school libraries ranked below the national average in the size of book collections, periodical collections, and collections of other audiovisual materials.

- In many school libraries, collections were grossly out-of-date and therefore inadequate for students' reference needs.

- A separate survey conducted by Ann Lathrop, Library Coordinator, Office of the San Mateo County Superintendent of Schools, indicated that 80 to 85 percent of nonfiction books in school libraries were copyrighted at least 10 years ago. Forty percent of the books sampled were copyrighted at least 20 years ago.

Budgets and Expenditures

- Information on budgets and expenditures obtained from a small case study of 20 schools indicated a significant variation in expenditures per pupil and suggested that no clear or consistent priority was given to library media services.
- Eight of the 20 case-study schools indicated that donations comprised some portion of their library budgets during 1984-85.

The donated funds tended to be used for books, and district-allocated funds tended to be used for other purposes.

- Five of the seven elementary schools studied received donations. In one school these donations represented 49 percent of the library budget. In another school, donations represented 62 percent of the library budget.

- CS estimates that an average of $4.76 is spent annually per pupil for books in California. An average of $6.24 per pupil for books is spent annually in the United States.

Study Procedures

Acting on the advice of CMLEA, the Department used the survey instrument (with a few additional items) designed by CS to conduct its study. Using the same survey instrument facilitated making comparisons between California data and the data reported by CS for the nation as a whole. Topics covered by the survey instrument included library facilities, staffing patterns, prevalence of services, collections and equipment, and budgets and expenditures.

The sampling design for the Department's study was based on a stratified random sample of elementary, intermediate, and secondary schools in California. The survey instrument was sent to 1,560 California schools. The final response rate was 63 percent of the schools sampled. Although the response rate was modest, the statistics reported were representative of California schools. Because the original sample was large, the modest rate of return resulted in a sample of 984 schools or 15 percent of all California public schools. Furthermore, a follow-up survey of randomly selected nonrespondents indicated that characteristics of library media centers in nonresponding schools were approximately the same as those of responding schools.

Recommendations

The analysis of the survey data and information obtained through interviews with library staff members resulted in the conclusion that the school library is the neglected stepchild of educational reform. The majority of schools in California have a room designated as the library. However, support for library media programs has not been a priority in California schools during recent years. Dwindling financial support for libraries has resulted in collections of books and other materials and media that are inadequate to meet students' instructional and informational needs. And over the past decade there has been a growing reliance on noncertificated staff members and volunteers to maintain minimal checkout services.

The decline in library programs is attributable to many interacting factors. First, funds available to support libraries have dramatically

diminished. Federal categorical funding has been reduced, and Proposition 13 has resulted in decreased state funding for libraries. Second, the compelling need to improve classroom-based instruction has resulted in new funding for strengthening the core curriculum and upgrading teachers' instructional skills--not for improving libraries. Third, library media centers in many schools have not been selected by decision makers to receive additional funds. Libraries have suffered not only from competition with other educational programs but also from a poor image. Declining resources and unimaginative approaches to delivering library media services have contributed to the image of many school libraries as dull and peripheral to the instructional program.

One additional factor that contributes to the current condition of school libraries in California is the lack of a shared vision of the role of an effective library media program in the overall instructional program. Some of the key features of effective library media programs often cited in the library literature include (1) integration of library services with the curriculum and coordination of library resources with textbook selection; (2) collections of books and other materials that are up-to-date and support the curriculum; (3) instruction of students in library research and information skills; (4) use of the library as a learning center for both group and individualized instruction; and (5) integration of library collections with audiovisual media and newer instructional technologies such as computers and instructional television.

Today, California educators are calling for educational reforms that will strengthen the curriculum. Curriculum reform offers educators an important opportunity to review the place of school libraries within the overall instructional program. It is evident that a major effort, as well as a significant infusion of resources, will be required to reclaim school libraries as vital learning centers.

While few educators will disagree that instructional programs at all levels would benefit from professional library media services, state and local policymakers will undoubtedly consider the funding to be the greatest impediment to developing strong centralized library programs. With competing demands for extremely limited fiscal resources, trade-offs must be made in any decision that results in shifting resources away from one enterprise to improve another. Nevertheless, important educational issues at this time make the revitalizing of school libraries a highly desirable goal. Beyond the need for providing more money in the absolute sense, it is evident that a number of actions could enhance the effective use of school library resources. Our recommendations follow. (Detailed recommendations are included in the body of the report.)

- The California State Department of Education and State Board of Education should coordinate development of a long-range plan to improve library media programs in California schools. The long-range plan should include provisions for providing library staffing, facilities, and resources as well as the library media services that should be routinely provided in elementary, middle, and secondary schools.

- School and school district planning for library programs should be incorporated in planning for the total instructional program. The school library media center should be viewed as an integral part of the instructional program. Local educational agencies (LEAs) should develop long-range plans for providing library media services that include making available reference materials and services designed to encourage basic literacy and support the curriculum.

- Decisions about staffing school libraries and developing library media collections should be incorporated in the plan for library media services. Professional librarians should be employed to provide professional services. Library collections should support the curriculum.

- Schools should avoid becoming dependent on PTAs, volunteers, and donations in planning their library budgets. While donations may provide welcome additions on an occasional basis, funding school libraries is a district and school responsibility.

- The state should provide funding for school libraries to ensure adequate collections. There is an acute need for collections of fiction and nonfiction books, periodicals, and other media to support the curriculum.

- The California Legislature should establish model school library media centers in selected elementary and secondary schools throughout the state. These centers would exemplify the integration of books, other print and nonprint materials, traditional media, and new technologies and would enable administrators and teachers to observe how effective library media programs might be developed within their own schools.

II. Introduction

In response to concerns expressed by representatives of the school library profession and the California Media and Library Educators Association (CMLEA), Superintendent of Instruction Bill Honig commissioned a study of the condition of library media centers in California schools. During the 1985-86 school year, the Department of Education's Special Studies and Evaluation Reports Unit conducted a special study of library media programs in representative samples of elementary, intermediate and secondary schools throughout California. This report includes the findings of that study as well as recommendations for strengthening library media programs.

History of Funding for Library Media Programs

The federal Elementary and Secondary Education Act (ESEA) of 1965 was the first federal program to provide financial support for library media programs. Under ESEA Title II, Phase II, approximately 30 exemplary school libraries were established in California each year at a cost of from $30,000 to $100,000 each. Participating districts were required to provide appropriate facilities and to supply certificated librarians and competent support personnel. These model libraries, geographically distributed throughout the state, stimulated the improvement of school libraries on a larger scale.

In the 1976 federal budget year, ESEA, Title II, was combined with the National Defense Education Act, Title III, to form the major portion of ESEA, Title IV, Part B. Funds provided to schools through ESEA, Title IV, Part B, were used primarily to purchase new books and equipment to replace obsolete items in library collections. From 1976 on, federal funds could no longer be used to establish new libraries.

After the passage of California's Proposition 13 in 1978, school libraries--along with other discretionary programs--experienced drastic reductions in state and local funding. In most districts, ESEA, Title IV, Part B, became the major source of funds for buying library resources and equipment. In addition, many school libraries began to rely heavily on gifts and fund-raising activities to supplement their budgets.

Beginning in the 1982-83 school year, ESEA, Title IV, was merged with 28 other programs under the education block grant created by Chapter 2 of the Education Consolidation and Improvement Act (ECIA). Since then, overall federal support for education has been substantially reduced, and districts have been allowed to allocate block grant monies to any antecedent program. Although many districts continue to use their Chapter 2 funds to purchase library materials and equipment, no funding is currently targeted specifically for library media programs.

State Requirements for Library Media Programs

Section 18100 of the Education Code requires school districts to provide library services by establishing and maintaining school libraries or by entering into contractual arrangements with another agency. The Education Code also directs the State Board of Education to adopt standards, rules, and regulations for school library services. In October, 1985, regulations clearly defining school library services became effective. The State Board had previously adopted those regulations. The State Board has also issued broad recommendations designed to encourage districts to make every effort to assign credentialed librarians to provide--or at least to supervise--services to students through well-stocked library and media services. Although these recommendations and other regulations indicate general support for library media programs, they do not contain sanctions designed to enforce the minimal requirements. Thus, districts have complete discretion in determining the library media services that are to be provided.

III. Study Procedures

The Department's study of school library media programs was coordinated with a concurrent nationwide study conducted by the United States Department of Education's Center for Statistics (CS). After the Department decided to study the condition of school libraries in California, the Department learned that CS was undertaking its own study based on a sample of schools within each of the 50 states. Acting on the advice of CMLEA, the Department decided in its study to use the survey instrument designed by CS so that comparisons could be made between California data and the data reported by CS for the nation as a whole.[1] A few additional items were added to the survey instrument designed by CS for use in the Department's study. These items were added to obtain information on certain services not fully covered in the federal survey. These services include audiovisual services and instructional television. In addition, an item regarding provision for individualized learning programs in libraries was added.[2]

Topics covered by the survey instrument included library media facilities; staffing patterns, prevalence of services, collections, and equipment; and budgets and expenditures. The questions included in the survey were designed to solicit extensive information and required

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[1] The results of the federal study of school libraries may be obtained from the U.S. Department of Education's Center for Statistics; telephone 202-626-9002.

[2] The survey instrument used by the Department is available upon request from the Department's Special Studies and Evaluation Reports Unit; telephone 916-445-0297.

substantial time and effort for respondents to answer. However, participation in the study was optional, and respondents were not required to answer all questions.

The sampling design for the Department's study was based on a stratified random sample of elementary, intermediate, and secondary schools in California. The sample was also selected to represent schools in urban, small city, suburban, and rural areas proportionally. Recognizing that many schools included in the sample might decline to complete the time-consuming survey instrument, the Department sampled many more schools than were needed to obtain generalizable statistics. The survey instrument was sent to 1,560 California schools. The sampling design is shown in Table 1.

Table 1

Total Number of Schools in Sampling Design

Type of school	Schools sampled
Rural	236
Small city	387
Suburban	544
Urban	393
Total	1,560

The surveys were sent to selected schools in September, 1985. Questions included in the survey were designed to solicit information on the status of library media centers at the end of the 1984-85 school year. Two months later a second copy of the survey was sent to all nonresponding schools. Additional attempts to collect data from nonrespondents were made by telephone. In some cases, information was collected by telephone.

The final response rate was 63 percent of the total schools sampled. While this is a modest response rate, the statistics reported in the next chapter are representative of California schools. Because the original sample was large, the modest rate of return resulted in a sample of 984 schools or 15 percent of all California public schools. In addition, a follow-up survey of a randomly selected subsample of nonrepondents indicated that characteristics of library media centers in nonresponding schools were approximately the same as those of responding schools.

IV. Findings and Recommendations

Highlights of the important findings of the study are included in this chapter and organized according to the following sections: library media facilities; staffing patterns; library media services; collections and equipment; and budgets and expenditures. Recommendations for reviewing the adequacy of library media programs are included at the end of each section.

Library Media Facilities

This section includes information about schools with centralized libraries, the size and capacity of libraries, and the use of library facilities.

Schools with Centralized Libraries

Schools that participated in the survey were requested to indicate whether a centralized school library or library media center exists in the school. Ninety-two percent of the schools surveyed indicated that they do have a centralized school library or library media center. Table 2 includes statistics on the prevalence of centralized libraries in the 984 schools from which information was obtained. School libraries were most prevalent in middle schools or junior high schools and in secondary schools; 98 percent of middle or junior high schools and secondary schools had a library or library media center. Ninety-two percent of elementary schools had a library. Centralized libraries were least prevalent in those schools that indicated their level to be either combined elementary and secondary, special education, vocational technical, or alternative.

The overall figure of 92 percent of schools in California having libraries is somewhat higher than the comparable figure for California reported by CS (87 percent) but within the range of statistical error associated with their smaller sample of schools in California. Based on information obtained through follow-up interviews with schools that did not respond to the survey, the estimate that 92 percent of schools in California have libraries appears to be reasonably close to the true value. Obtaining the precise statistic is relatively unimportant. The prevalence of libraries in California schools is slightly less than the reported national figure for all schools in the federal sample. CS estimates that 93 percent of public schools nationally have library media centers. Eleven states reported that there were libraries in all schools, and an additional nine states had libraries in 98 or 99 percent of all schools.

Table 2

Percent of California Schools with Libraries or Library Media Centers, Fall, 1985

School level	Percent of schools with library media centers	Percent of schools without library media centers	Number of Schools in sample
All schools	92	8	984
Elementary schools	92	8	591
Middle or junior high schools	98	2	178
Secondary schools	98	2	158
Other*	54	46	57

* The "other" classification includes combined elementary and secondary, special education, vocational technical, and alternative schools.

Not surprisingly, libraries were least prevalent in rural areas and in smaller schools in California. Thus, on the basis of student enrollment, more students attend schools that have libraries than is suggested by the 92 percent prevalence figure.

Size and Capacity of Libraries

Survey respondents were asked to indicate the area of their library media center in square feet as well as the number of seats available for users. This information was used to identify the range of facilities that serve as library media centers. The average (mean) values are shown for both of these features in Table 3 along with the range represented by the middle 50 percent of each distribution. According to data contained in Table 3, the average area of the library for the entire sample is 1970 square feet (roughly 44 feet by 45 feet), with a seating capacity for 54 users. This is slightly smaller than the national average of 2,325 square feet reported by CS. However, school libraries in California have, on average, 54 seats -- one seat more than the national average of 53.

Table 3

Mean Area of Library Media Centers and Mean Number of Seats for Users, by School Level, Fall, 1985

School level	Area of library media centers		Seats available for users	
	Mean square feet	Middle 50 percent range	Mean number	Middle 50 percent range
All schools	1,970	800-2,479	54	30-65
Elementary schools	1,217	750-1,523	40	30-44
Middle or junior high schools	2,503	1,149-3,055	65	44-84
Secondary schools	4,963	2,613-6,315	97	70-120

Use of Library Facilities

Information on the average number of student visits to the library during a typical week is included in Table 4. Table 5 includes information on the number of students participating in library skills instruction. The variations in these figures are quite large and reflect the variability both in school enrollments and in the use of library facilities. The figures indicating use on a per-pupil basis reduce the variation attributable to size of student enrollment and give the best estimate of student use of library facilities. When compared with national averages and estimates for other states in the CS study, California ranked at about the national average on student visits to the library but below the national average on student participation in library skills instruction.

The survey did not include questions designed to provide information about the adequacy of facilities serving as library media centers or about any provisions for access to library facilities and services that may be made in schools that did not have their own libraries (for example, through traveling bookmobiles operated by county offices of education). Because the investigation of library facilities conducted for this study was limited, no specific conclusions or recommendations are offered. It is recommended, however, that the question of what constitutes adequate facilities be considered in the context of developing an overall plan for library media services. The information included in the remainder of this study is based only on responses received from schools having a centralized library media center.

Table 4

Mean Attendance in Library per Week,
by School Level,
Fall, 1985

School level	Attendance in library per week		
	Mean per school	Middle 50 percent range	Mean per pupil
All schools	773	370-850	1.2
Elementary schools	538	360-680	1.3
Middle or junior high schools	805	400-1,000	1.0
Secondary schools	1,573	490-1,650	1.2

Table 5

Mean Participation per Week
in Library Skills Instruction, by School Level,
Fall, 1985

School level	Participation in library skills instruction		
	Mean per school	Middle 50 percent range	Mean per pupil
All schools	249	50-400	0.4
Elementary schools	281	86-430	0.6
Middle or junior high schools	205	40-300	0.3
Secondary schools	373	139-421	0.1

Staffing Patterns

Dramatic changes have occurred in recent years in the staffing of California public school libraries. Professional school librarians have been keenly aware of these changes and on several occasions have presented estimates to state policymakers of the numbers of certificated librarians

employed in schools, districts, and county offices of education. These estimates indicate substantial declines in the number of librarians, particularly since the passage of Proposition 13 in 1978. To receive a school library credential, teachers must complete one year of additional graduate training. A teaching credential is a prerequisite to receiving this training. Since certificated school librarians are also teachers, a common response of districts to the shrinking local tax base following the passage of Proposition 13 was to reassign certificated librarians to classroom teaching positions and rely on lower-paid instructional aides and volunteers to operate libraries.

The survey included questions designed to elicit information on staffing of school libraries as of fall, 1985. Respondents were asked to indicate the full-time equivalency (FTE) of certificated librarians and other professional staff as well as other staff (for example, classified or other subprofessional) and volunteers. The percent of library media centers that employed certified library media specialists as well as other professional staff members (regardless of the amount of FTE) is indicated in Table 6. Thirty-two percent of school libraries included in the Department's sample had a certificated librarian on staff, while 68 percent of school libraries included in the study did not have a certificated librarian on staff. Elementary school libraries were most often without the services of a certificated librarian (79 percent), while 20 percent of high schools did not have the services of a certificated librarian. For those schools that did have a certificated librarian, the average (median) FTE was 0.3.

It is interesting and sobering to compare the California data on certificated librarians with the concurrent federal survey data. For the nation as a whole, CS reports that 79 percent of school libraries had a certified library media specialist on staff, while 21 percent of school libraries had no certificated librarian on staff. Although California has more stringent requirements than some other states for certification of library-media specialists, it is clear that California schools employ far fewer librarians than the national average. On a state-by-state basis, the federal data indicate that California occupies the least enviable position of all 50 states in terms of having certificated librarians on staff -- the largest percent of school libraries operating without certificated library staff members occurs in California.

In some schools certificated librarians who are committed to their professions have remained in the library even though they no longer receive salaries based on their credentials. One librarian in a rural area wrote:

> In Part II [of the survey], you ask about staff. This is a sore point in the library field, and I want to make it very clear that my school is not paying credentialed wages. My position is a classified one; I am not paid for my Master's Degree in Librarianship and my California School Library Credential. This is true in several schools in our area. If we enjoy being school librarians, we take a pay cut.

Table 6

Percent of California School Library Media Centers Served by State-Certificated Librarians and by Other Professional Staff Members, Fall, 1985

School level	Certified library media specialist*		Other professional staff members	
	Percent having library media center	Percent not having library media center	Percent having library media center	Percent not having library media center
All schools	32	68	13	87
Elementary schools	21	79	14	86
Middle or junior high schools	60	40	13	87
Secondary schools	80	20	18	82

* The term used in the survey form designed for the national study and also used for the California study was "certified library media specialist." This term is used in the text of this report interchangeably with "certificated librarian," the term more appropriate to California schools.

The State Department of Education, through the California Basic Education Data System (CBEDS), conducts an annual count of the number and characteristics of professional staff members in all schools. Table 7 indicates the total number of persons employed as school librarians since the inception of CBEDS in 1981-82. These figures indicate a net decline of 23 percent in the total number of persons employed as librarians in schools, districts, and county offices of education. Table 8 includes figures to illustrate the change in work assignments over the five-year period for all school librarians who indicated that their primary work setting was an elementary school, intermediate school, or a high school. While there have been declines in the numbers of librarians at all levels, by far the greatest decline has occurred in elementary schools.

The role types of all school librarians employed during 1985-86 are indicated in Table 9. The age distribution of all school librarians during this same year is represented in Table 10. Note that 45 percent of all school librarians were older than fifty years, while 6.5 percent of school librarians were thirty-five years old or younger. These figures clearly indicate that a disproportionate number of school librarians who remained in the profession were near retirement age and that very few young teachers were entering the school library field.

Table 7

Total Number of California School Librarians over a Four-Year Period, 1981-82 to 1985-86

School year	Total number of librarians
1981-82	1,804
1982-83	1,680
1983-84	1,467
1984-85	1,426
1985-86	1,398
Net change (in percent)	-23

Table 8

Primary Work Site of California School Librarians in School Settings, 1981-82 to 1985-86

School level	School year					Net Change (in percent)
	1981-82	1982-83	1983-84	1984-85	1985-86	
Elementary schools	327	294	208	210	208	-36
Intermediate or junior high schools	483	504	437	402	447	-7
High schools	579	532	507	502	511	-12

Table 9

Number of California School Librarians by Role Type During 1985-86

Role type	Number of librarians
District or county library/media services administrator	132
District or county librarian	288
School library media services administrator	81
School librarian	897
Total	1,398

Table 10

Age Distribution of all California School Librarians During 1985-86

	Age									
	20-25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	60+	Total
Number of librarians	2	9	81	195	232	253	284	226	115	1,397
Percent of total	0.1	0.6	5.8	14.0	16.6	18.1	20.3	16.2	8.2	

There are some indications that the decline in the number of positions for school librarians may have leveled off. In fact, the number of positions for school librarians may be increasing--at least in certain geographical regions. One university professor in a school library training program said that often there are few applicants for school library job openings and that some districts now have more money to employ librarians, especially at the high school level. During the period that library positions have been cut, few students have enrolled in training programs, and some programs have closed. Given the age demographics of current school librarians, if school administrators decide to staff their library media programs, recruiting and training sufficient numbers of young teachers to be school librarians will be a challenge.

Requirements for Professional Staff

As noted in the introduction to this report, California's Education Code requires that districts provide school library services; but the Code is not specific with respect to staffing. The various associations of professional school librarians throughout the country have issued guidelines ranging from recommending one librarian per school to one librarian per 250 students.

Despite these recommendations, policymakers and administrators in California have not viewed the staffing of school libraries with certificated professionals as a priority in recent years. A university professor said that an informal understanding exists among administrators that professional librarians are needed in high schools, are highly desirable in junior high schools, but are unnecessary in elementary schools. This de facto policy is based on a view of the library as a facility to provide reference services to students at more advanced levels--when students are required to produce term papers or research reports. At the elementary school level it is often acceptable to operate the library to provide minimal checkout services--providing books to students for outside reading as an enrichment activity. Many administrators believe it is not necessary to pay the salary of a credentialed professional for such a limited service. Thus, the declining number of school library positions in California is tied to a widely held conception of the library and its relationship to the instructional goals of schooling--libraries are primarily needed in high schools. Professional librarians said that the profession has contributed to its own decline by attracting some individuals who saw the library as a retreat from the demands of teaching.

Members of the CMLEA and professional librarians have promoted a school library media program in which library media services are fully integrated with curriculum and instruction. CMLEA members and professional librarians view the library as the hub of the instructional program not just a place to go look for books. According to CMLEA members and librarians, this view encourages individualized instruction as well as instruction through the use of textbooks. In addition, a library program that is integrated with curriculum and instruction can include components designed to motivate reading and encourage the appropriate use of technology and audiovisual materials that support the curriculum. Because the library program can be an important part of the instructional program, professional library media specialists are crucial to the program's success. The instructional aides and parent volunteers can be extremely helpful in performing many of the routine functions in library operations, but a professional librarian is necessary to support the curriculum. For example, many of the library media services need not be used in the library but can be used in the classroom if a professional librarian is employed in this curriculum-supportive role.

In the next section, "Library Media Services," information is presented on the services currently provided by school library programs in California. This information provides dramatic support to the argument that school libraries must be staffed by professionals if they are expected to provide an expansive range of services. The basic decision to be made by policy-

makers is whether curriculum-supportive services are sufficiently important to make the professional staffing and support of libraries a priority. The issue of support must also be confronted if the professional services of librarians are to be protected from being swamped by the menial chores of operating a library. This view is expressed in the following note from an elementary school librarian who returned the survey form without the requested information:

> I would love to have time to complete this, but I have two libraries to maintain, no clerical help, and classes scheduled all day, every day. I was transferred to another library this September and everything was in a mess. I cleaned for five solid days. I'm too tired to even think about completing a survey when I go home. Sorry!

Recommendations for Reviewing Staffing Needs

It is beyond the scope of this report to analyze the feasibility of implementing the staffing levels suggested by the professional associations. However, it is clear that the staffing issue is inextricably connected to the role of the school library media center in relation to the total instructional program. The staffing pattern in school libraries should be congruent with expectations for library media services. In recent years, both expectations and the professional staffing of libraries, especially in elementary schools, have declined. The current climate of educational reform, with the concomitant curriculum frameworks, model curriculum standards, and textbook selection processes, provides an important opportunity for policymakers to develop a new vision of library media programs. Therefore, we offer the following recommendations:

- Implementation of the model curriculum standards at all levels should include a review of the role of the library media program in relation to the total instructional program. Consideration should be given to developing a long-range plan for library media services that support the curriculum.

- The State Department of Education and State Board of Education should take a leadership role in recognizing the crucial partnership between the teacher and the professional librarian as implementors of the English language arts model curriculum guides and standards.

- Decisions about staffing library media centers should be incorporated in the plan for library media services. Professional librarians should be employed to provide professional services. Paraprofessionals, clericals, and volunteers should be used as needed to provide support to professional librarians.

- Current levels of professional staffing of elementary school libraries are not sufficient to provide professional library media services. Particular emphasis should be given to developing library media programs in elementary schools that support the model curriculum standards and the California Reading Initiative.

Library Media Services

Closely tied to the expectations for school library media centers and professional staffing are the services provided. The survey included a section in which a variety of library media services, ranging from the limited to the expansive, were listed; and respondents were requested to indicate whether each of these services was not provided, occasionally provided, or routinely provided. Table 11 includes statistics on the prevalence of services. The most prevalent service currently provided by library media centers is assisting students in locating information and resources valuable to their educational needs and to the growth of their personal interests and ability. Eighty-three percent of California school libraries routinely provide this service. A majority of school library programs include provisions to instruct students informally in the use of various types of materials and equipment (62 percent routinely do this) as well as providing reference assistance to teachers (60 percent provide this routinely). Most but not all school library programs include provisions for offering these general reference services, which are consistent with the view of the library as a place to go when one needs books, information, or other resources.

Services Provided by School Library Media Centers

Few school libraries currently provide services directly supportive of the curriculum. Furthermore, the data for California when compared with the CS data for school libraries nationwide indicate that California school libraries perform considerably fewer activities designed to support the curriculum than are performed by school libraries in other states. For example, 42 percent of California school libraries routinely coordinate library skills instruction with classroom instruction; 37 percent occasionally provide this service; and 21 percent do not provide it. In the national sample, 50 percent of school libraries routinely provide this service. Thirty-four percent of California school libraries routinely help individual teachers to coordinate media program activities and resources with subject areas, units, and textbooks. Thirty-eight percent of libraries provide this service occasionally, and 28 percent do not provide it. Fifty-four percent of school libraries in the CS national sample routinely provide this service.

Fewer than one-half (48 percent) of California school libraries routinely offer a sequential program of library skills instruction. This

Table 11

Prevalence of Services Provided by California School Library Media Centers, Fall, 1985

Service	Percent of library media centers		
	Not providing service	Occasionally providing service	Routinely providing service
Offers a sequential program of library skills instruction	22	30	48
Coordinates library skills instruction with classroom instruction	21	37	42
Informally instructs students in the use of various types of materials and equipment	10	28	62
Conducts in-service education for teachers in the effective evaluation, selection, and use of media	59	35	6
Assists curriculum committee in selecting appropriate materials and media program activities for resource unit and curriculum guides	51	33	16
Helps individual teachers to coordinate media program activities and resources with subject areas, units, and textbooks	28	38	34
Helps teachers to develop, select, implement, and evaluate learning activities requiring various types of media	47	34	19
Provides teachers with information about new educational and media developments	28	33	39
Provides reference assistance to teachers	10	30	60
Assists students in locating information and resources valuable to their educational needs and to the growth of their personal interests and abilities	4	12	83
Helps students and teachers find and use relevant information sources outside the school	31	48	21
Provides interlibrary loan services to students	68	19	14

(Continued on page 22.)

Table 11—Continued

Service	Percent of library media centers		
	Not providing service	Occasionally providing service	Routinely providing service
Provides interlibrary loan service to teachers	57	25	18
Provides reading/listening/viewing guidance to students	17	28	55
Helps parents realize the importance of assisting their children in understanding the benefits of reading, listening, and viewing for pleasure as well as for gaining information	40	42	18
Coordinates in-school production of materials required for instructional and other activities	63	24	13
Provides technical assistance to students in the production of materials	69	22	9
Provides technical assistance to teachers in the production of materials	66	25	9
Coordinates textbook selection, ordering, and distribution program in school	7	8	25
Coordinates school-operated radio station	100	0	0
Coordinates video production activities in school	79	14	7
Coordinates cable or other TV transmission and utilization activities in school	76	12	12

figure may be compared to 67 percent of school libraries nationwide that provide this service. Thus, California school libraries do substantially less than school libraries nationally to help students develop generalizable proficiency in use of library resources. Even at the level of promoting basic literacy, California school libraries fare poorly when compared with libraries in other states. Fifty-five percent of California school libraries routinely provide reading/listening/viewing guidance to students, while the comparable figure for school libraries nationally is 66 percent.

The disparity between California and other states in the level of school library services provided is reflective of the degree of professional staffing of libraries. In Table 12 comparisons are made in services routinely provided between California school libraries that had a certificated librarian on staff and those school libraries that did not have a certificated librarian. Differences are apparent across most of the spectrum of services. As an example, 65 percent of libraries that had a

certificated librarian routinely coordinated library skills instruction with classroom instruction, while 30 percent of libraries without a certificated librarian routinely coordinated instruction.

As was noted in the section of this chapter titled "Recommendations for Reviewing Staffing Needs," far fewer elementary schools than secondary schools had certificated librarians staffing the library. The difference in staffing was reflected in the types of services provided. In elementary schools, 32 percent of library media centers routinely coordinated library skills with classroom instruction, and in high schools, 68 percent routinely coordinated instruction. In addition, elementary school libraries provided few services supportive of basic literacy than were provided by high school libraries. Fifty percent of elementary school libraries routinely provided reading/listening/viewing guidance to students, while 64 percent of high school libraries routinely provided this service.

In conclusion, the results of the survey indicate that California school libraries typically provide basic reference services in terms of making books and materials available but provide relatively fewer services that are directly supportive of the curriculum and the total instructional program. When compared to libraries in other states, California school libraries provide fewer professional services generally. The level of professional library services provided is directly linked to having a certificated librarian on staff. Elementary school libraries, which employ far fewer professional librarians, provide much lower levels of library services than do secondary schools.

Recommendations for Improving Library Media Services

The following recommendations are offered to improve the services of library media centers:

- The State Department of Education should coordinate development of a statement of the types of library media services that should be routinely provided in elementary schools, middle or junior high schools, and secondary schools. This statement should be developed in the context of a long-range plan to improve library staffing, facilities, and resources. The State Department of Education should assist LEAs in developing the capacity to provide these services.

- LEAs should develop plans for providing library media services that include making reference materials available as well as services that encourage basic literacy and support the curriculum.

Collections and Equipment

This section includes information on books, serial subscriptions, and audiovisual materials held in school library collections as well as other

Table 12

Services Provided by California School Library Media Centers as a Function of Having a Certified Librarian on Staff, Fall, 1985

Service	With certified librarian: Percent that routinely provide service	Without certified librarian: Percent that routinely provide service
Offers a sequential program of library skills instruction	72	34
Coordinates library skills instruction with classroom instruction	65	30
Informally instructs students in the use of various types of materials and equipment	79	53
Helps individual teachers to coordinate media program activities and resources with subject areas, units, and textbooks	56	22
Helps teachers to develop, select, implement, and evaluate learning activities requiring various types of media	33	11
Provides teachers with information about new educational and media developments	62	26
Provides reference assistance to teachers	84	47
Assists students in locating information and resources valuable to their educational needs and to the growth of their personal interests and ability	95	73
Provides reading/listening/viewing guidance to students	69	47
Coordinates textbook selection, ordering, and distribution program in school	39	18
Coordinates school-operated radio station	0	0
Coordinates video production activities in school	13	3
Coordinates cable or other TV transmission and utilization activities in school	24	5

equipment and related services available through library media centers. Much of this information is presented in tabular form. The survey did not include questions designed to assist in the evaluation of the adequacy or quality of collections and equipment. However, the information in tables 13 through 15, which pertains to books, subscriptions, and audiovisual collections, is presented with comments. Information on other equipment and related services is presented in tables 16 through 19 without comment.

Numbers of Books, Subscriptions, and Audiovisual Materials

Table 13 indicates the mean numbers of book volumes and book titles held by California public school libraries at the end of the 1984-85 school year. Also indicated are the middle 50 percent ranges to illustrate the tremendous variation in the size of book collections at all school levels. Note, for example, that among secondary schools, one-fourth of the libraries had fewer than 8,824 book titles in their collections, while one-fourth had more than 19,104 titles. Although it is neither surprising nor undesirable that library collections vary in size, it can be concluded on the basis of these and other data that the variation in collections reflects great inconsistencies in the capacity of school library media centers to serve students' instructional and informational needs.

Table 13

Mean Number of Volumes and Titles Held in Library Media Center Collection, by School Level, End of 1984-85 School Year

School level	Book volumes held		Book titles held	
	Mean per school	Middle 50 percent range	Mean per school	Middle 50 percent range
All schools	8,198	4,689-10,221	7,427	4,299-9,550
Elementary schools	5,898	3,698-8,100	5,544	3,700-7,500
Middle or junior high schools	8,607	6,150-11,088	7,535	5,146-11,266
Secondary schools	15,250	9,043-19,984	13,821	8,824-19,104

As a point of reference, data reported in the CS library study indicate California to be well below the national average in the size of book collections whether examined on a per-school basis or a per-pupil basis. Similarly, data reported in CS study indicate California school libraries to be below the national average in the size of collections of

periodicals and most other audiovisual materials. Although there are a few discrepancies between the CS study and the Department's data in terms of the estimated sizes of some components of library collections, it is clear that overall California schools have made less of a commitment than the nation as a whole to support school library collections. Estimates from the California data on the size of collections of items other than books are included in Table 14.

Table 14

Median Number of Titles of Various Items Held in Collections Per School in Library Media Centers, by School Level, End of 1984-85 School Year

School level	Serial subscriptions	Audio materials	Films and filmstrips	Video tapes	Machine-readable materials	Microforms*
All schools	19	165	200	14	26	215
Elementary schools	8	143	134	12	36	138
Middle or junior high schools	28	134	239	14	18	258
Secondary schools	610	350	400	16	15	262

Table 15 includes data on the number of titles of books and other items added to library collections during the 1984-85 school year. According to the data presented, the median number of titles added to school library collections during that year was 219. The median number of titles added to collections in secondary schools (380) was substantially larger than that for elementary schools (180).

Quality of Library Media Collections

The numbers of books and other items held in library collections provide some indication of the level of commitment made to school library programs, but they do not indicate the quality of these collections. Through an analysis of the case studies described in the following section, "Budgets and Expenditures," a great deal was learned about a few school library programs. The best information on the quality of book collections was obtained through studying these few schools, and this information corroborates what was learned from leaders in the school library field. In many school libraries, collections are out-of-date and therefore inadequate for students' research and reference needs. Maintaining high quality books and reference materials in school libraries has not been a priority in recent years.

Table 15

Median Number of Titles of Various Items Added to Collections per School in Library Media Centers, by School Level, During 1984-85 School Year

School level	Books	Serial subscriptions	Audio materials	Films and filmstrips	Video tapes	Machine-readable materials	Microforms*
All schools	219	12	12	8	10	13	45
Elementary schools	180	13	12	5	6	2	2
Middle or junior high schools	250	10	12	6	24	96	96
Secondary schools	380	17	13	10	51	45	45

* Entries in this column reflect physical units added.

Two years ago, Ann Lathrop, Library Coordinator, Office of the San Mateo County Superintendent of Schools, conducted a survey of nonfiction books and other media in thirty elementary and middle school library media centers in San Mateo County.[3] Results of the survey indicated that between 80 and 85 percent of nonfiction books in these libraries had copyright dates more than ten years old. Forty percent of the books sampled were more than 20 years old. For example, 17 of the 30 school libraries had no books on Latin America published within the last ten years even though, as Ann Lathrop pointed out, "the study of Latin America is a major topic in our elementary curriculum." Nonfiction book collections on other topics were also inadequate. With regard to nonbook media, the average publication date for such materials in elementary schools was 1968; and for middle schools, 1970.

Recommendations for Improving Library Collections

Many of our public schools do not have collections of books and other resources in their library media centers that are adequate to serve the instructional needs of students. Dwindling resources combined with the low priority that library media programs have had in instructional program planning have made many library collections seem like a grab bag of

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[3] Ann Lathrop, A Survey of Non-Fiction Books and Other Media in the Elementary and Middle School Libraries of San Mateo County. Redwood City: San Mateo County Office of Education, December, 1984.

materials that do not support the curriculum. The following recommendations provide a general framework for improving library media collections:

- Library collections should support the curriculum. Decisions about discarding out-of-date materials and purchasing new materials should be based on the instructional goals of the school and its adopted collection development policy.

- Nonfiction collections should be maintained to serve students' information and resource needs in areas of study that are part of the core curriculum.

- Fiction collections should be developed based on the language arts curriculum. Literary works cited in the model curriculum standards and through the California Reading Initiative provide a good foundation for fiction collections.

- Library media collections should also support instruction for students with exceptional needs (for example, gifted students, learning-handicapped students) as well as the needs of an increasingly diverse student population.

- The state should provide funding for school libraries to ensure adequate collections.

Table 16

Percent of Public School Library Media Centers That Provide Telephone, Cable TV, and Database Retrieval Services, by School Level, Fall, 1985

School level	Telephone available	Cable TV-satellite used	On-site retrieval for students	On-site retrieval for teachers	Off-site retrieval for students	Off-site retrieval for teachers
All schools	44	19	5	4	5	6
Elementary schools	23	14	6	3	6	6
Middle or junior high schools	73	23	2	2	2	6
Secondary schools	86	33	4	6	4	8

Table 17

Percent of School Library Media Centers that Provide Videotape and Audiovisual Equipment, Fall, 1985

School level	Videotape recording equipment		Audiovisual equipment	
	For teacher checkout	For student checkout	For teacher checkout	For student checkout
All schools	42	5	61	17
Elementary schools	33	2	53	11
Middle or junior high schools	58	5	70	17
Secondary schools	66	18	82	43

Table 18

Percent of Schools Contracting with Outside Agencies for Instructional Television Services, Fall, 1985

School level	Percent of schools contracting for services
All schools	32
Elementary schools	33
Middle or junior high schools	29
Secondary schools	34

Table 19

Percent of Library Media Centers
Providing for Students to Work
on Individualized Instruction Programs, Fall, 1985

School level	Percent of library media centers with separate area or materials for students to work on individualized instruction programs
All schools	27
Elementary schools	21
Middle or junior high schools	24
Secondary schools	42

Budgets and Expenditures

This section includes information on library media center budgets and expenditures, excluding salaries and wages. Analyses of the expenditure data submitted by respondents indicated that this was the least reliable portion of the survey. After many follow-up telephone interviews, it was concluded that the major explanation for the poor quality of reported data was that library staff members typically are not in charge of planning or developing budgets and often are uninformed about the sources and uses of library resources. Therefore, no aggregated expenditure figures are reported, and readers should cautiously interpret the data on percent of expenditures by category presented in Table 20. Nevertheless, on the basis of information obtained from the Department's survey and on the federal data, it is apparent that library expenditures per school are lower for California than for the nation as a whole. On a per-pupil basis, the differential is much more pronounced. For example, CS estimates an expenditure for books of $4.76 per pupil in California compared to an average of $6.24 for the United States overall.

For descriptive information on the budgeting process for school libraries, 20 schools were selected for case studies. The particular schools were chosen as illustrative of the range of types of schools and expenditure patterns. A telephone survey was conducted with each case-study school to verify the reported expenditure data obtained from the written survey and to obtain more in-depth information on the budgeting process.

Table 20

Percent Distribution of Expenditures (Excluding Salaries and Wages) for California Library Media Centers, 1984-85

	Books	Serial subscriptions	Micro forms	Computer soft ware	Audio Visual material	Other materials	Computer hard-ware	Other equipment	Supplies	Commercial binding	All other	Total
Percent of Total	45	10	1	3	6	3	10	8	6	1	7	100

Information obtained through the telephone surveys confirmed the Department's assumptions about the inaccuracy of the expenditure data in the written survey. As an example, one rural elementary school librarian stated that she could not be specific on the survey form "because the principal gets the money. There is no budget kept here [in the library]."

After conversations with various staff members about school library expenditures, it became more apparent why respondents found it difficult to complete the section of the survey entitled "Library Media Center Expenditures from All Sources." For example, many schools do not administer their libraries under the same auspices as their media/audiovisual units or computer centers. Money allocated for filmstrips, other audiovisual materials, and even for periodical subscriptions is sometimes administered by the library; but in other instances, administration of the money is completely separate from the library. Survey respondents were inconsistent about reporting how they resolved the problem of which expenditures to report. An additional problem resulted from the fact that many staff members in charge of administering the library have additional responsibilities. Some survey respondents reported monies that actually were not part of the library budget. In one case, the half-time librarian was also the special projects coordinator responsible for consolidated application programs. The library expenditure figures provided by the survey respondents were skewed because of the inclusion of special project money not administered by the library.

The difficulty encountered by library staff members in providing accurate expenditure information is a significant finding. While some of this difficulty is attributable to the design of the survey document, much of the difficulty reflects the actual position of library staff members who may have nominal administrative authority over the school library yet do not have a role in planning for library expenditures--or even a clear understanding of operational budgets. This situation may be indicative of the peripheral status of the school library in relation to the instructional program in many of our public schools. A poignant statement made by one librarian in which she lamented the fact that there were 13 grammar schools

in the district without library budgets inspired a state-certificated person with a master's degree in library science to state, "They get their money from the PTA or sometimes from Chapter 2 sources. Because of this lack of library funding, the kids don't know how to use the library when they get here."

Findings From Case-Study Samples

Summary statistics for the case-study samples of 20 schools are shown in Table 22. The sample consisted of seven elementary schools, four middle schools, and nine high schools. Although the case-study schools were intentionally selected to maximize variation, it is apparent, on the basis of telephone interviews with library staff members in these and many other schools, that the tremendous variation in expenditures per pupil is reflective of a larger reality in California schools--specifically, that there is no clear or consistent priority given to library media services. Among the seven elementary schools, expenditures per pupil ranged from $1.02 in a school with an a.d.a. of 1,010 to $34.68 (the highest figure for any school in our case-study sample) in a school with an a.d.a. of 177. At the high school level, there is no relationship--either direct or inverse--between school size and expenditures per pupil. The descriptions of individual case-study schools that follow illustrate that the tremendous variability in expenditures by library media centers is attributable to the fact that the sources of funds available to support libraries are: (1) extremely limited; (2) open to intense competition with other discretionary programs; and (3) highly variable from one year to another. District commitment of monies from the state general fund to libraries appears uniformly small. As previously noted, libraries were subject to massive cutbacks following the passage of Proposition 13 eight years ago, and their condition has progressively worsened as book collections and resource materials have become increasingly outdated and irrelevant to students' informational needs. The consolidation of federal education dollars under Chapter 2, coupled with the overall reduction in federal support for education, placed library media centers in competition with 28 other discretionary programs. School libraries have had neither the glitter nor the constituency enjoyed by some other programs. Consequently, they have fared poorly in the tug-of-war for dwindling federal support.

Additional year-to-year variability in sources of funds available to school library media centers results from the significant role that certain special grants (for example, Assembly Bill 803) and donations play in financing library programs. AB 803 is one of many funding sources available to develop local capacity in instructional technology. Administration of these grants is often housed within the library media center, although the actual integration of technology with books and other media in a combined library media program is certainly not typical.

The significant expenditures for computers and software, some of which are represented in library media center budgets, mask the position of book purchases in library budgets. As the data contained in Table 22 indicate, in our sample the percent of budgets allocated for book purchases ranged

from 15 percent to 90 percent. Libraries do and should mean much more than books. The addition of microcomputers and other new technologies to both classrooms and library media centers is one of the most important recent events in education. The creation of library media centers that provide access to information from many different sources in an integrated way is a hopeful, long-term vision for library media centers. The point to be made is not that too much money is being spent for instructional technology but rather that expenditure figures would be much lower if computer-related expenditures were not included in the library media center budgets.

The role of donations, particularly at the elementary school level, in providing financial support to school libraries is striking. Eight of 20 case-study schools indicated that donations comprised some portion of their library expenditures during 1984-85. Five of the seven elementary schools received donations that in one school represented 49 percent of the budget and in another school 62 percent of the entire library media center budget. The status of the library media center in many of California's elementary schools is such that libraries not only depend on parent volunteers or low-paid noncertified staff to keep the libraries open but also rely on PTA fund-raisers to purchase books.

Among the case-study schools in which donations comprised substantial portions of the budget, the donated funds tended to be used for purchasing books while district-allocated (state and federal) monies tended to be used for other purposes, especially for purchasing computer equipment and software. For example, in one small elementary school, more than 80 percent ($5,417) of the 1984-85 library budget--nearly all of which came from School Improvement Program funds--was spent on microcomputer hardware and software. By contrast, 15 percent of the budget was allocated for books, 40 percent of which came from donations. That this disparity is not due to lack of need for books is revealed by the principal's statement that "there are certain book categories that are bare."

Brief summaries of the library budgets for the 1984-85 school year for six of the 20 case-study schools follow. The summaries are included to help readers gain a clear picture of the state of school library facilities and resources.

Table 21

Statistics for the 20 Schools in the Case-Study Sample

	Total expenditures in dollars a.d.a.	1984-85	Expenditure per Pupil in dollars	FTE state-certified librarians	Percent of budget allocated for books	Number of volumes in library	Percent of budget received from donations
Elementary School A	177	6,170	34.68	0	65	4,000	0
Elementary School B	411	8,437	20.53	0	20	6,355	17
Elementary School C	414	6,617	15.98	0	15	8,500	8
Elementary School D	430	8,400	19.53	0	41	12,000	12
Elementary School E	835	3,571	4.28	0.6	90	13,134	66
Elementary School F	870	2,200	2.53	0	32	8,000	23
Elementary School G	1,010	1,025	1.02	1	59	8,940	49
Middle School A	597	4,388	7.35	1	35	11,500	0
Middle School B	809	11,073	13.69	0	45	12,903	0
Middle School C	975	6,255	6.42	0.5	67	6,849	0
Middle School D	1,325	8,834	6.67	1	44	13,483	0
High School A	300	5,420	18.06	0	43	5,000	0
High School B	420	11,553	21.69	0	61	4,000	3
High School C	1,527	5,950	3.90	1	38	14,291	0
High School D	1,646	14,042	.53	1	71	21,964	0
High School E	2,020	10,914	5.40	1	52	14,704	17
High School F	2,114	17,620	8.34	1	31	11,460	0
High School G	2,954	15,004	5.11	2	52	20,306	8
High School H	3,112	12,750	4.10	1	75	26,250	0
High School I	3,536	38,862	10.99	1	50	39,898	0

Elementary School B. Elementary School B (411 students) had a total library media center budget of $8,437 during the 1984-85 school year. This represents a per-pupil expenditure of $21. Thirty percent ($2,600) of the library budget was comprised of Chapter 2 monies, all of which was spent on computers. The remaining allocation for computers (the total of which comprised 66 percent of the budget) came from an AB 803 grant ($3,000). Although the computer purchases were part of the library budget, there was

no library media center as such, and the 180 square foot library had no seating capacity.

For its 6,355-volume library, approximately 20 percent of the 1984-85 budget was spent on books ($1,664). Of this amount, $200 came from district funds; the remainder ($1,464) came from donations from the PTA and from two of the parents who also volunteered their time to work in the library. There were no paid library staff. Four parent volunteers did, however, donate their time to help the students utilize the facility that was mainly used as a checkout room.

Elementary School E. In 1984-85, Elementary School E had a library budget of $3,571. This amount represents a per-pupil expenditure of $4.28, one of the lowest amounts in the case-study group. It is interesting to note that 66 percent ($2,357) of the budget came from this suburban elementary school's bookathon, an annual activity used to generate money to increase the 13,134 volumes in the library. In 1984-85, the amount raised through the bookathon was almost three times that of the district money targeted for books ($850). The overall book budget of $3,207 (which included a sizable donation from the bookathon) made up 90 percent of the library expenditures. As illustrated in Figure 1, the remaining 10 percent of the budget was spent on subscriptions ($220) and supplies ($144).

The 2,025 square-foot library could seat 65 of the 835 students attending this school. One half-time, state-certified librarian and one quarter-time paid staff person were available to help with the 500 circulation transactions which occurred during a typical week.

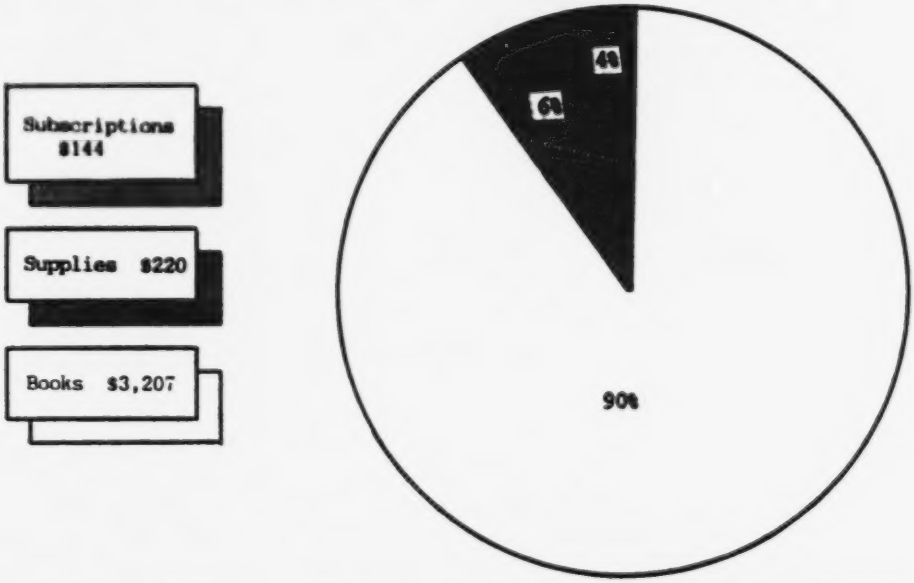

Fig. 1. Distribution of monies spent on library facilities and resources, Elementary School E, 1984-85 school year

Elementary School G. Elementary School G's library contained 3,000 square feet, had a seating capacity of 100 students, and had almost 9,000 volumes as well as nine computers for its 1,010 students. As a big city school, it was the only elementary school in the case-study group to have one full-time state-certified library specialist with a graduate degree. There were also two other paid professional library staff members to help administer the library. Yet, of the sample group, this school spent the smallest amount of money from its 1984-85 budget on the library--$1,025--a per-pupil expenditure of $1.02.

Fifty-one percent ($525) of the total budget came from district funds, $300 of which was spent on supplies, while $100 was spent to purchase new books for the library. "We spend more money for tape to hold together the books than we do on books," said the librarian in response to these figures. The remaining 49 percent ($500) of the budget was received from parents.

Figure 2 illustrates the 1984-85 expenditures for the library media center. According to Figure 2, book expenditures made up 59 percent of the budget once outside funds from parents and other donors were included. Also, according to Figure 2, some 10 percent of the library expenditures were used to upgrade existing software for the nine microcomputers.

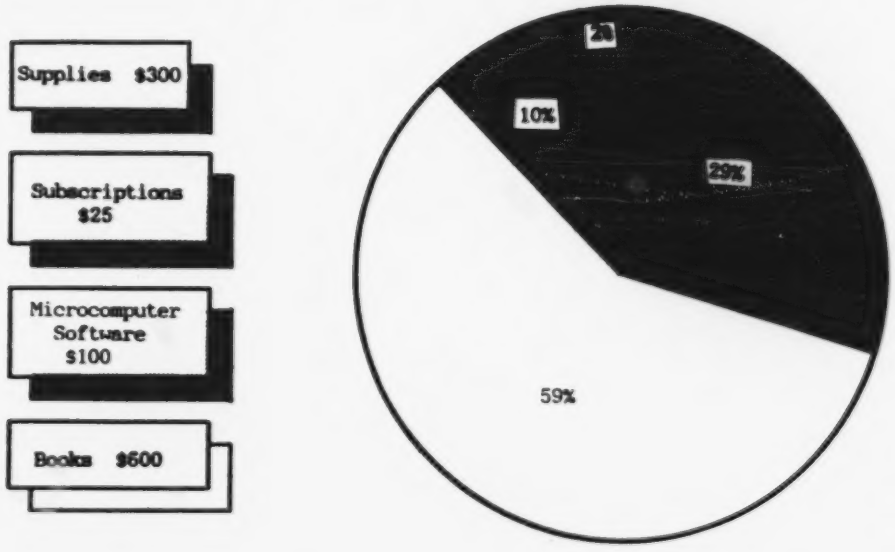

Fig. 2. Distribution of monies spent on library facilities and resources, Elementary School G, 1984-85 school year

Middle School A. During the 1984-85 school year, $4,388 was allocated from district monies to this suburban middle school's library media center. The

budget represented $7.35 expended per pupil for the 597 students attending Middle School A. This amount was increased during 1985-86. This increase caused the librarian to comment, "Our budget is becoming adequate now. We have a PTA, which is new this year. We also wrote a grant from AB 803, and we may get some computers. The library is more pleasant now."

The library staff in this school were learning where to find special grants for their library. The librarian stated, "In my district, Chapter 2 would never release their money to the library." Middle School A received just under 50 percent of its 1984-85 budget from a Spanish language fund (for microcomputer software) and from a Classroom Teachers Instructional Program grant (for a new computer in the library). The school already had a computer lab as well as two computers in the library. However, the librarian observed that computers "were used by the students, but they're mostly playing games."

As illustrated in Figure 3, 48 percent ($2,100) of the 1984-85 library budget was spent on computer equipment for student use, while 35 percent ($1,550) was used to purchase new books for the 11,500-volume library. These funds were provided by the district. The district planned to supplement these funds by using the proceeds from a bookfair. However, the supplemental funds will be used to buy books, not money for the library.

This suburban middle school was the only school in the case-study group with less than 1,000 students to have a full-time, state-certified library specialist with a master's degree. There was also one person employed half-time to help the students use the facilities available.

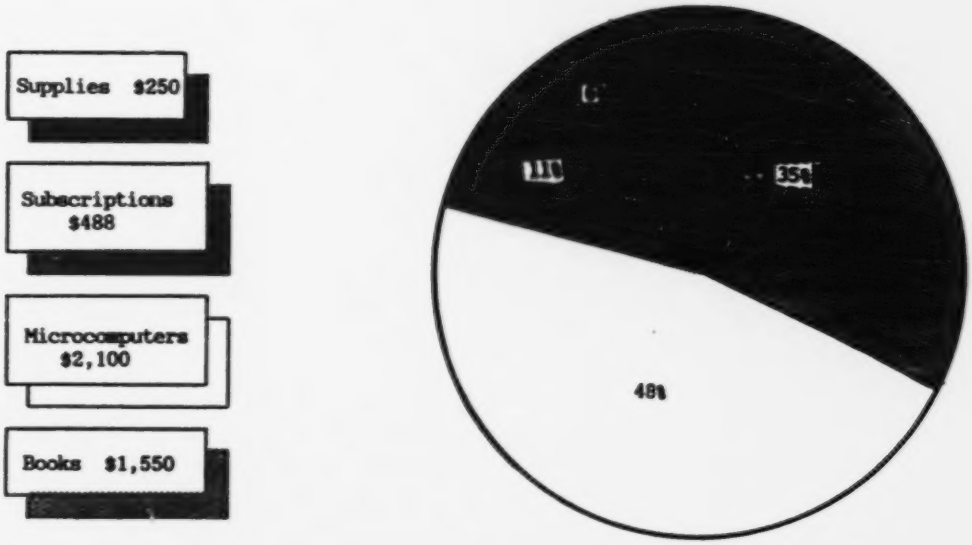

Fig. 3. Distribution of monies spent on library facilities and resources, Middle School A, 1984-85 school year

High School C. This urban high school's library budget ($5,950) for 1984-85 was the smallest in the case-study group of schools. With more than 1,500 students, the state-certified librarian said, "This budget was not really adequate." The per-pupil expenditure was $3.90. No money from the library budget was spent for computers (all computers in the school are in the classrooms). As illustrated in Figure 4, the majority of library expenditures went for books, microfiche, and other subscriptions.

For its 14,291-volume, 2,475 square-foot library, the 1984-85 book expenditures ($2,250) were seen as insufficient by the librarian, who reported, "We are far behind in our support of the social science curriculum now. There is no updating of the areas and countries where there have been significant changes. It is even difficult to keep the microfiche and other research materials up-to-date."

It is interesting to note that although 760 students participated in library skills instruction and 1,305 visits occurred each week, there were only 225 circulation transactions per week.

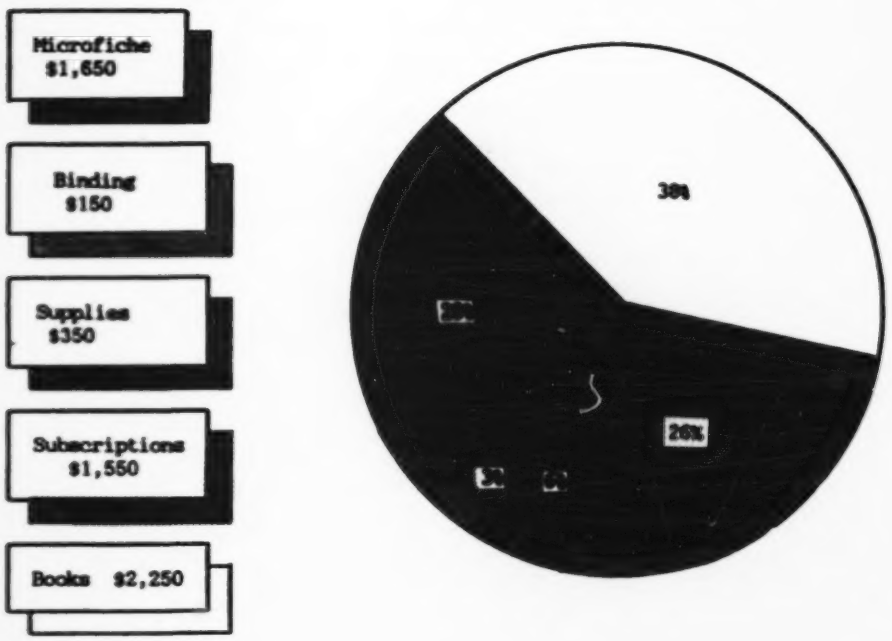

Fig. 4. Distribution of monies spent on library facilities and resources, High School C, 1984-85 school year

High School F. In the 1984-85 school year, the district allocated $17,620 for this urban high school's library. The budget represented a per-pupil expenditure of $8.34 for the 2,114 students attending this school. Even

though this amount was above the median per pupil expenditure for the case-study group, the librarian stated, "Our budget is not enough."

Thirty-one percent of the budget ($5,490) was allocated for books in 1984-85. Of the nine schools in the sample group with over 1,000 students, this was the smallest percentage allocated for books. High School F's library had the second lowest number of volumes--11,460--of schools in this same category. The librarian said, "Library books are expensive. We need more money for them." She explained the reasons behind the increased need for books: "The enrollment makeup has changed quite a bit, and we must cover large, diversified needs of the students. Therefore, we could use lots more books."

Approximately one-fifth of the budget came from School Improvement Program funds, which were allocated to purchase books, audiovisual materials, and supplies, for such tasks as processing textbooks, taking inventory, and repairing audiovisual equipment. Another 11 percent of the budget was received from Chapter 2 monies, which were used for books and audiovisual materials.

When discussing the problems of finding funding for the library, the librarian stated, "We have written Chapter 2 programs to get money for books and have received some money in the past, but next year (1985-86) it will all go to computers. The district has already funded a lot of computer stuff. They don't really need more money there, especially when we need so many books." There was already a computer used only for library operations in the 3,680 square-foot library. This librarian's comment is typical of the perspective that many of the survey participants had--that money needed for new and updated books and library materials was being allocated for computers.

Implications of Expenditure Patterns for State and Local Policies

In the previous exploration of local budgeting patterns, it was observed that libraries typically fare poorly in the competition for funds to buy books for their aging and often inadequate collections. The extensive reliance on the PTA and on donations from other groups and individuals to acquire books for the library, while an important stopgap, implies that books are relatively unimportant in the educational process. As we have noted, the competition for discretionary dollars in district and school budgets often puts the library in a losing position. For example, consider the following statement from an intermediate school librarian: "If they need to take things out of the budget, they usually do it from mine." The unevenness of funding from year to year, with librarians having little influence over the decision-making process, probably impedes efficient use of the small expenditures that can be made. As one librarian noted, "We have difficulty in understanding the resources available to us, especially in terms of future planning."

It is difficult not to come to the conclusion that more money must be targeted toward school library media centers to substantially improve the

quality of book collections, other resources, and library media services. Whether to generate these funds and how to generate them are decisions state and local policymakers must confront. But beyond providing the need for more money in the absolute sense, a number of actions could be taken to enhance effective use of school library resources:

- The school library or library media center should be viewed as integral to the instructional program. Planning for library resources should be part of instructional program planning along with planning for textbooks, instructional technology, and staff development.

- Schools should avoid becoming dependent on PTAs, parents, and donations in planning their library budgets. While donations may provide welcome additions on an occasional basis, funding school libraries is a district and school responsibility.

- Professional library staff members should be involved in needs assessment, planning, and budget management for their facilities and resources. The State Department of Education, county library media staff, and the CMLEA could be helpful in providing appropriate training to library staff members in these activities where necessary.

- The California Legislature should establish model school library media centers in selected elementary, middle, and secondary schools located throughout the state. (Chapter V, "The Future of Library Media Services," includes additional information about this recommendation.)

V. The Future of Library Media Services

In the previous chapter, findings from our study of California school libraries were presented along with our recommendations for improving library media programs. Our analysis of the survey data and interviews with library staff members resulted in our viewing the school library as the neglected stepchild of educational reform. The overwhelming majority of schools in California have a room designated as the library. However, support for library media programs has not been a priority in California schools during recent years. Dwindling financial support for libraries has resulted in collections of books and other materials and media that are grossly inadequate to meet students' instructional and informational needs. Over the past decade, there has been a growing reliance on noncertificated staff members and volunteers to maintain minimal checkout services. The

overall conclusion of the study may be summarized in the words of one high school librarian who wrote:

1. Space--terrible
2. Budget--terrible
3. Staffing--terrible

> Schools should either fund a decent program or get out of the business! I compare this library with those in other states, and I'd like to cry. California does <u>not</u> believe in libraries.

The decline in library programs is attributable to many interacting factors, four of which are worth reviewing briefly. First, the reduction in federal categorical support for libraries and the passage of Proposition 13 have dramatically diminished the funds that are available to support libraries. Second, the need to improve classroom-based instruction has been so compelling that new funds generated for education during this period of reform have tended to go toward strengthening the core curriculum and upgrading teachers' instructional skills. Third, library media centers in many schools have not been selected by decision makers to receive additional funds. Not only have libraries suffered from competition for funding with other programs, they have suffered from a poor image. The spiral of declining resources and unimaginative approaches to delivering library media services have made libraries in a great many schools seem dull as well as peripheral to the instructional program. The leaders in the school library field are aware of this problem and share the responsibility for allowing library media programs to recede from the mainstream of schooling with other librarians and educators.

One additional factor that helps explain the current condition of libraries in California schools is the lack of a shared vision of the role that an effective library media program can play within the overall instructional program. The school library literature contains inspired descriptions of what school library media services should be as well as specific suggestions for the supportive actions needed to realize such services. Some of the key features of effective library media programs often cited in the library literature include (1) integrating library services with the curriculum and coordinating library resources with textbook selection; (2) developing collections of books and other materials that are up-to-date and that support the curriculum; (3) instructing students in library research and information skills; (4) using the library as a learning center for both group and individualized instruction; and (5) integrating library collections with audiovisual media and newer instructional technologies such as computers and instructional television.

Some of the supportive actions frequently mentioned as needed to improve library services include (1) increasing funding through targeting both state and federal education dollars for library programs; (2) developing more stringent standards for library services; (3) staffing library programs with certified professionals; (4) requiring LEAs to develop plans for library programs; and (5) creating staff development programs for local administrators and classroom teachers.

During this period of educational reform, educators and administrators are placing emphasis on strengthening the curriculum. To effectively strengthen the curriculum, educators and administrators must review the place of school libraries within the overall instructional program. It is evident that a major effort as well as a significant infusion of resources will be required to reclaim school libraries as vital learning centers. As was suggested in the previous chapter, a plan for improving library media programs should begin with a statement of the types of services that should be routinely provided in elementary, middle, and secondary schools. It is the services--whether they are in teaching reference skills, supporting instruction for a particular group of students, or assisting teachers in making effective use of new media and materials--that are the key to professional school library programs. To the extent that professional library media services are seen by policymakers as a necessary component of the instructional program, appropriate steps can be taken to develop library programs that have the capacity to provide such services.

This study did not directly consider the roles of county offices of education, public libraries, or classrooms in providing the materials and services that may not be available through centralized school library programs. The study also did not include an analysis of interlibrary loan policies, although the State Department of Education is aware of efforts to look at broader participation in cooperative agreements. Certainly, the full spectrum of available resources should be taken into account in assessing needs and planning for future programs. Those individuals most familiar with library resources--the professional librarians--feel strongly that there is no substitute for a strong, centralized school library. County offices of education provide valuable services and are especially helpful to small schools and districts that cannot afford to maintain their own library media collections. However, such services can never compensate for the lack of a library on campus. It is generally acknowledged that the public libraries serve too many diverse public needs to be able to provide curriculum-supportive service to schools, and public libraries also have had reduced funding since Proposition 13. Classrooms often include collections of books, but decentralized (classroom) collections are, of necessity, too limited and lack the professional services component available in a strong, centralized school library.

While few will disagree that the instructional programs at all levels would benefit from professional library media services, state and local policymakers will undoubtedly find the funding issue the greatest impediment to developing strong centralized library programs. Nevertheless, there are important larger educational issues at this time that make the revitalizing of school libraries a highly desirable goal.

The renewed emphasis on basic literacy and proficiency in the language arts, including reading, writing, speaking, and listening, make it imperative that schools develop and maintain appropriate collections of books and other materials and media that can enrich the textbook-based classroom resources. Given the critical importance of instilling both basic language skills and enthusiasm for learning in young students, it is

unfortunate that our elementary schools have not been able to support effective library media programs.

Also highlighted during this reform era are the higher-order thinking skills. Developing critical thinking skills and applying them to any of the academic disciplines require appropriate and up-to-date resources. Well-equipped library media centers that are supported by professional reference instruction and services would make a significant contribution to developing critical thinking skills in students at all educational levels.

The introduction of new instructional technologies, such as computers and instructional television, has been one of the biggest educational events of the 1980s. These technologies offer unprecedented opportunities for students to have access to information and to develop skills in thinking and using reference materials. Ironically, the boon for the new technologies has not been a boon for library media centers generally. Some of the funding for schools to acquire instructional technology has come from federal block grant monies that once were targeted for library resources. Furthermore, the newly acquired computers and software typically have not become integrated components of library media programs. Although it may be entirely appropriate for the new technologies to be used primarily within classrooms, a valuable opportunity will be missed if these technologies do not also become an integral part of library media programs.

The California Legislature should consider establishing model school library media centers that exemplify the integration of books, other print and nonprint materials, traditional media, and the new technologies. These centers should be established in elementary, intermediate and secondary schools and should be distributed throughout the state. These centers would enable administrators and teachers to observe how effective library media programs might be developed within their own schools.

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